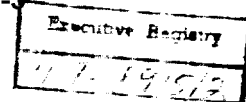


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27 SEP 1977

MEMORANDUM FOR: Acting Deputy to the DCI for the  
Intelligence Community

FROM : John F. Blake  
Acting Deputy Director of  
Central Intelligence

SUBJECT : IC Staff Supergrade Survey

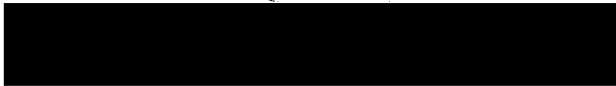
REFERENCE : Draft IC Staff Survey of Intelligence  
Community Supergrade Positions

1. (U/AIUO) We have reviewed the draft IC Staff survey of Intelligence Community supergrade positions and find it to be a comprehensive and professional study as regards substantive content and commentary. The study, while essentially based on the use of statistical descriptions as the primary methodology to facilitate interagency comparisons, quite properly highlights the need for further substantive analysis of objective data to arrive at final conclusions as to the appropriateness of the number of supergrades required to meet the requirements of any specific agency.

2. (S) The statistical comparisons and ratios of Senior Executive positions to total manning of Intelligence Community agencies presented in the study include an array of sensitive data not previously reported in a single report with such a wide distribution and potential readership. We are concerned at the potential risk of unauthorized disclosure and emphasize the need for strict adherence with the safeguards applicable to a document with the security classification it carries.

3. (U/AIUO) We are attaching herewith a number of comments, corrections, and/or suggestions relative to specific references contained in the study.

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John F. Blake

Att.

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COMMENTS, CORRECTIONS, AND/OR SUGGESTIONS RELATIVE TO  
SPECIFIC REFERENCES CONTAINED IN THE DRAFT IC STAFF  
STUDY OF THE INTELLIGENCE COMMUNITY SUPERGRADE POSITIONS

1. Reference: Page 4 - Typographic error as regards number of CIA Senior Executive positions.

(C) Comment : The number of CIA Senior Executive positions (EP, SG, SPS and Flag/General Officer) should be [REDACTED]

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2. Reference: Page 8 - Table 1

(U/AIUO) Comment : Suggest that the second column be labeled "Civilian Senior Executives" and reword footnote (1) as follows: "Includes Supergrades, Executive Pay Level Executives, and Scientific Pay Schedule/PL-313-type positions".

3. Reference: Page 14 - List of CIA Executive Pay Level positions.

(U/AIUO) Comment : The position of the Director of National Photographic Interpretation Center is not designated as an EP position. This entry should be reported as an "Officer at Large" like the last entry on the listing.

4. Reference: Page 19 - Table 5

(U/AIUO) Comment : Recommend rewording of the footnote (1) as follows: "This represents the DCI-approved perception of the Agency's actual supergrade position requirements. Only [REDACTED] (i.e., to abide by the OMB-approved ceiling limitation) positions may be encumbered."

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5. Reference: Page 20 - Sixth sentence of first full paragraph on this page.

(U/AIUO) Comment : This sentence should be changed to read "the results of this audit were reviewed and approved by the Director".

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2001/11/08 11:26

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6. Reference: Page 20 - Second complete paragraph beginning "It is Agency policy to stay below the OMB ceiling . . . ."

(U/AIUO) Comment : Should be rewritten to reflect current policy as follows: "It is Agency policy to stay at or below the OMB ceiling. Any positions adjudicated by position classification audits at the supergrade level and approved by the DCI may be established on the Table of Organization but cannot be incumbered if such action would exceed the OMB-approved ceiling".

7. Reference: Page 51 - Last paragraph reference to national intelligence vis a vis departmental intelligence.

(U/AIUO) Comment : The report raises and dismisses the proposal that "national intelligence should be performed with higher quality personnel than departmental intelligence". This tends to obscure an important issue that does affect position evaluation. What is a relevant consideration is the amount of analytic or other special skills that is required in the production of intelligence. Some intelligence production is reportorial, some analytic, some scientific. The requirement for special skills is one factor that drives position evaluation, both for analysts and their managers.

8. Reference: Page 66 - Table 23

(C) Comment : The number of CIA Supergrade positions is erroneously reported as [REDACTED]. The total number of Senior Executive positions (i.e., EP, Supergrade, SPS and Flag/General Officer) in CIA is [REDACTED] with a ratio of total manning of [REDACTED] (as reported in the Table).

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USE ONLY☐ CONFIDENTIAL☐ SECRET

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## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM: John F. Blake  
Acting Deputy Director of Central  
Intelligence  
7E-12, Hqs.

EXTENSION

NO.

DATE

26 SEP 1977

TO: (Officer designation, room number, and  
building)

DATE

RECEIVED

FORWARDED

OFFICER'S  
INITIALSCOMMENTS (Number each comment to show from whom  
to whom. Draw a line across column after each comment.)

1. Acting Deputy to the DCI  
for the Intelligence  
Community
2. 6E-2914, Hqs.

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Joanne

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*[Signature]*  
2AQ *alt*

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CY TO: PAID

SENT : 27 Sep

FILE : Supergrade Survey

NNTC

NOTES:

*Rod*

CIA comments

On Supergrade  
review.

Gave a copy to  
Jan and said to  
review & prepare  
package to go to  
the other agencies  
for review.

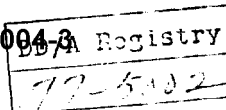


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REF ID: A712710

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12 SEP 1977

MEMORANDUM FOR: Acting Deputy to the DCI for the  
Intelligence Community

FROM : John F. Blake  
Acting Deputy Director of  
Central Intelligence

SUBJECT : Review of Draft Survey of Intelligence  
Community Agencies

REFERENCE : First Draft of Survey of Intelligence  
Community Supergrades dtd 11 Aug 77

1. (U/AIUO) We have reviewed the referenced draft survey relative to civilian supergrade and executive level positions in the Intelligence Community and take serious exception to the methodology, content and rationale used in arriving at the inferential conclusions as presented in the "Summary" section of the report.

The draft as presently developed is not acceptable in terms of content and lack of research of pertinent reference material to serve as a basis for the development of a final report to the Office of Management and Budget. It presents no workable methodology for determining any agency's requirement for supergrades. As separately discussed with you, and apart from the substantive comments on the report cited in this memorandum, I take serious exception to the amount of sensitive CIA data contained in the report and the wide circulation given to the draft.

2. (C) COMMENTS

A. Approach/Methodology

The analytical approach used in the survey to arrive at conclusions consists of statistical comparisons, descriptions and ratios of the distribution of senior level positions based on information provided to the IC Staff by each of the Intelligence Community agencies.

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These statistical comparisons are accompanied by narrative observations, interpretations and inferential conclusions that cannot be validly drawn from statistics alone, and if permitted to stand could lead to ill-conceived actions.

Validation of requirements for senior level positions can only be accomplished by conducting in-depth analysis of documentation of the organizational missions, programs and functional responsibilities of an agency and its sub-components as discrete entities.

B. Availability of Substantive Data Relative to Senior Level Positions in CIA

The IC Staff was provided full and complete current position descriptions of all CIA supergrade positions. These position descriptions, which contain the basic substantive information essential to the conduct of a survey of supergrade positions, were apparently not utilized.

As stated in the Preface of the draft report, this body of reference material -- basic and essential to the development of a meaningful survey -- was subjected to only a limited review "because of the large number of supergrades involved and the time constraints of the survey."

The significance of the subject matter of the survey and of the potential impact on the Intelligence Community of possible actions taken relative to senior level position and manpower management cannot be understated and warrants complete and in-depth study -- time-consuming as it might be -- of the organizational, programmatic and functional requirements pertinent to each of the Intelligence Community agencies.

C. Statistical Comparisons Used in the Survey

While recognizing that statistical comparisons of truly relative data are appropriate in selective circumstances, we cannot accept the relevancy of certain comparisons presented in the survey report. Principal among these are the following:

(1) Executive Ratio Comparisons between CIA and Other Community and Non-Community Organizations

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CIA, a major independent agency, totally devoted to all aspects of intelligence collection, production and estimates along with attendant R & D and administrative support functions cannot be properly compared in terms of organizational or total mission relationship with the cited community organizations (IC Staff, ASDC<sup>31</sup>, ERDA, State, I & R, etc.) having only specialized areas of intelligence as their missions.

Other community elements do not operate independently as CIA and are subordinate to departmental level organizations. Certain management and support executive level requirements of these subordinate components are provided by the parent cabinet level or departmental organizations.

Similarly, comparisons between CIA's executive positions with other total agencies such as the Department of State, HEW, NASA, Commerce and Justice, each with totally different overall missions, organizations, manpower requirements and scope of responsibility are equally sterile in terms of providing a valid basis for judgments.

## (2) Journeyman Level Comparisons

*Valid?*  
CIA, by nature of its missions and programmatic responsibilities requires professional and academic expertise in a wide range of specialities and occupations. There are some 158 occupational series (and 8 Wage Board) fields represented in the manning structures of the Directorates within the agency.

Each Directorate, therefore, has multiple Journeyman categories with varying grade levels depending upon the occupation involved.

The Journeyman levels selected for citation in the survey for CIA Directorate and functional areas were the highest single Journeyman levels within the multiple lower grade Journeyman levels that exist within CIA's organizational areas.

Selection of these highest levels seriously distorts the comparisons between CIA and the other agencies as presented in the report.

## (3) Administrative Support Comparisons

The CIA, as an independent agency, must provide through its Directorate for Administration, a full range of



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administrative support services to the total group of organizations reporting to the DCI, as contemplated in the Community reorganization plan, both domestic and foreign field, and a full range of benefits and services to the employees involved.

Organizational responsibilities of the Directorate of Administration include maintenance and operation of an independent personnel system (recruitment, placement, employee services, insurance, retirement, etc.), an extensive security system, world-wide communications and logistical/supply systems, and an internal training capability to meet the specialized requirements of the agency.

The scope of CIA's administrative support requirements cannot be compared in meaningful terms with other community components.

The observation in the survey that, in comparison to NSA, "CIA seems to have a disproportionately large administrative overhead burden" is not supported by any substantive reference that the dimensions of responsibility in either NSA or CIA were examined in terms of scope or volume.

#### (4) Intelligence Production Comparisons

The comparisons between CIA and DIA ignore the important distinction between national intelligence and departmental intelligence; the implications of this distinction to the type and content of intelligence production; and the resultant impact on staffing requirements.

### 3. (U/AIUO) CONCLUSIONS

a. The importance of evaluating and confirming the appropriateness of the number of supergrade and executive level positions against confirmed requirements in CIA and other Intelligence Community agencies, the desirability of establishing more uniform standards or criteria, and the institution of appropriate controls are recognized and supported by CIA.

b. Sound conclusions and actions to be taken in these areas can only be determined after a much more detailed study of the substance of the organizational requirements of each agency. Much of this data would appear to have already been provided the IC Staff.

It is essential that such a study be completed as a basis for any final report on supergrades to be sent to OMB.

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c. The preparation of any such reports must incorporate full protection of sensitive CIA data and safeguards relative to distribution of copies of such reports.



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John F. Blake

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Joanne

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MR

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CY TO: \_\_\_\_\_

SENT : \_\_\_\_\_

FILE : Supergrade review

NNTC

NOTES:

Rod-

CIA comments on  
Supergrade review -  
Jon isn't here now but  
I've left word for him  
to give you his reactions  
in the morning. Memorial  
was holding package awaiting  
CIA comments.... So don't  
know what reaction such  
negative comments will  
produce. Jon did call  
Wendell at OMB & explained  
the situation. Wendell  
asked to see the draft -  
Jon said he would  
call back.